

Message Text

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ACTION VO-03

INFO OCT-01 EUR-12 IO-10 ISO-00 CIAE-00 FBIE-00 INSE-00

NSAE-00 SR-02 ORM-01 INR-07 NEA-09 USIA-06 /051 W

----- 081414

R 071356Z JAN75

FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 5953

USMISSION GENEVA

AMEMBASSY ROME

C O N F I D E N T I A L MOSCOW 0200

E.O. 11652: GDS

TAGS: CVIS UR CGEN SREF

SUBJECT: EMBASSY ASSISTANCE TO SOVIET REFUGEES

ROME FOR INS

REF: (A) MOSCOW 15821; (B) STATE 267514; (C) MOSCOW 18971;

(D) MOSCOW 19176; (E) MOSCOW 069; (F) MOSCOW 17219

(G) MOSCOW 18088; (H) MOSCOW 107

1. THIS CABLE RESPONDS TO VARIOUS PROCEDURAL QUESTIONS CONCERNING EMBASSY ASSISTANCE TO SOVIET EMIGRANTS WHICH WERE POSED IN DEPT'S CABLE REF B, AND WERE NOT ANSWERED IN EMBASSY'S CABLES REFS C AND H.

2. WITH REFERENCE TO REF B, PARA 3, WE WISH REPORT THAT SINCE OCT. 29, 1974, EMBASSY HAS NOT RPT NOT PLACED PROFORMA STAMPS IN SOVIET EMIGRANTS' TRAVEL DOCUMENTS WHICH DESIGNATE ISRAEL AS DESTINATION. PRIOR TO THAT DATE, A SIGNIFICANT NUMBER OF SUCH STAMPS, INCLUDING THOSE ISSUED OCT. 16 AND CITED PARA (6) REFTEL B, WERE ISSUED TO EMIGRANTS AT THEIR OWN, OFTEN INSISTENT, REQUESTS. EMBASSY CONCERN OVER INCREASINGLY ROUTINE ISSUANCE OF PROFORMA STAMP TO EMIGRANTS NOT SCREENED FOR US ENTRY PROMPTED REFTEL A PROPOSAL TO CEASE PRACTICE ENTIRELY, WHICH WAS IMPLEMENTED OCT. 29 PER PARA 11 OF THAT MESSAGE.

3. AS DEPARTMENT IS AWARE, VIRTUALLY ALL SOVIET EXIT PERMISSION
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IS ISSUED UNDER SOVIET-DEFINED PRINCIPLES OF FAMILY-REUNIFICATION AND ETHNIC REPARTITION. ESSENTIAL PART OF EXIT PERMISSION APPLICATION IS LETTER OF INVITATION, OR "VYZOV", SENT TO APPLICANT FROM ABROAD BY RELATIVE WHO "INVITES" APPLICANT TO JOIN HIM IN HIS COUNTRY FOR PERMANENT RESIDENCE. IF SOVIET AUTHORITIES GRANT EXIT PERMISSION TO INDIVIDUAL OR FAMILY, THEREFORE, THE TRAVEL DOCUMENT ISSUED SPECIFIES THAT IT IS VALID FOR WHICHEVER SPECIFIC COUNTRY WAS DESIGNATED IN "VYZOV". HOWEVER, TRAVEL DOCUMENTS DO NOT SPECIFY THAT EMIGRANT MUST NOT TRAVEL TO OTHER COUNTRIES: IT SIMPLY INDICATES SPECIFIC COUNTRY AS EMIGRANT'S FINAL DESTINATION.

4. AS NOTED IN REFTEL C, WHILE "VYZOV" AND "DESIGNATED COUNTRY" LIMITATIONS ARE RIGIDLY ADHERED TO IN APPLICATION FOR AND ISSUANCE OF EXIT VISAS, CURRENT SOVIET PRACTICE IS LARGELY TO IGNORE EVEN OVERT INDICATIONS THAT EMIGRANT'S ACTUAL DESTINATION IS COUNTRY OTHER THAN THAT DESIGNATE. SINGLE AND CRUCIAL EFFECT OF "DESIGNATED COUNTRY" ON APPLICANT WHO HAS RECEIVED EXIT PERMISSION IS THAT HE MUST OBTAIN VISA OF COUNTRY DESIGNATED BEFORE SOVIET BORDER POLICE WILL ALLOW HIM TO DEPART.

5. NETHERLANDS EMBASSY AS REPRESENTATIVE ISRAELI INTERESTS ROUTINELY ISSUES ISRAELI VISAS TO ALL EMIGRANTS WHOSE TRAVEL DOCUMENTS DESIGNATE ISRAEL AS DESTINATION, AND DEPT. CORRECT IN ASSUMING (PARA 7, REFTEL B) THAT EMBASSY LETTER PROPOSED PARA. 9A, REFTEL A DOES NOT MATERIALLY AFFECT THESE EMIGRANTS' CHANCES OF ENTERING US AS PAROLEES. LETTER SEEMS, HOWEVER, TO BE IMPORTANT PSYCHOLOGICALLY TO SUCH EMIGRANTS. EMBASSY REFUSAL TO ISSUE SUCH LETTER IN WAKE OF DISCONTINUANCE OF PROFORMA VISA ISSUANCE MIGHT BE MISCONSTRUED AND CAUSE UNDUE ALARM WITHIN JEWISH COMMUNITY. SINCE, AS NOTED REFTEL C, EMBASSY MAINTAINS THAT SOVIET AUTHORITIES ARE AWARE OF AND CONDONE FACT THAT LARGE NUMBER OF EMIGRANTS TO ISRAEL GO TO U.S. INSTEAD, EMBASSY RECOMMENDS THAT IT BE AUTHORIZED TO CONTINUE ISSUANCE OF LETTER WHEN EMIGRANT INSISTS UPON IT.

6. DEPARTMENT SHOULD ALSO BE AWARE EMBASSIES OF SOME OTHER NON-COMMUNIST COUNTRIES HERE HAVE REFUSED TO GRANT EVEN 24-HOUR TRANSIT VISAS TO US-BOUND SOVIET EMIGRANTS WITH EXIT PERMISSION DESIGNATING THEIR RESPECTIVE COUNTRIES: AS REPORTED IN REFTEL D, EMBASSY OF FRANCE DENIED VISAS TO GALSTIAN FAMILY AND (REFTEL E) LEBANESE EMBASSY HAS REFUSED VISA TO

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ANDRANIK SADUKIAN. UNLESS THESE EMBASSIES GRANT NECESSARY VISAS, GALSTIANS AND SADUKIAN WILL BE PREVENTED FROM DEPARTING USSR. EMBASSY LETTER, WHICH IN PAST APPARENTLY SUFFICIENT TO CONVINCE AT LEAST LEBANESE THAT OTHER APPLICANTS WERE IN FACT DESTINED FOR

ROME AND US (REFTELS F AND G) FAILED TO DO SO IN SADUKIAN CASE.

7. IN LIGHT OF ABOVE, EMBASSY WOULD APPRECIATE DEPARTMENT'S
ADVISE RE FOLLOWING:

(A) MAY EMBASSY CONTINUE TO ISSUE LETTER PROPOSED REF (A)?
(B) WHAT ADDITIONAL ASSISTANCE MAY EMBASSY OFFER EMIGRANTS WHO
CLAIM THEY ARE UNABLE DEPART USSR FOR REASONS SIMILAR TO GALSTIAN
AND SADUKIAN?

8. IF DEPARTMENT CONTINUES TO REGARD LETTER AS INAPPROPRIATE,
EMBASSY WILL OF COURSE ACT AS SUGGESTED IN PARAS 8-10 OF
REFTEL (B). IN THIS CAE, PLEASE ADVISE WHAT SUBSTANTIVE WRITTEN
AS OPPOSED TO ORAL ANSWER EMBASSY MAY PROVIDE TO LETTERS
REQUESTING PAROLE INFORMATION AND ASSISTANCE FROM SOVIET EMIGRANTS
WITH THIRD COUNTRY DESIGNATED EXIT PERMISSION. FYI: SEVERAL SUCH
WRITTNE REQUESTS NOW AWAITING ANSWER. END FYI.

9. BESIDES ISSUING EMBASSY LETTER OR ORALLY EXPLAINING PAROLE
PROCEDURE TO EMIGRANTS WITH THIRD COUNTRY DESINGATED EXIT
PERMISSION, SHOULD EMBASSY CONTINUE TO CONDUCT AND REPORT
DETAILED INTERVIEWS OF THESE EMIGRANTS IN "212(D)(5) APPLICANT"
FORMAT? SPECIFICALLY, EMBASSY WOULD APPRECIATE GENVEA AND INS
ROME COMMENTS ON USEFULNESS OF INFORMATION REPORTED IN SUCH
CASES TO DATE.
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NNN

*** Current Handling Restrictions *** n/a

*** Current Classification *** CONFIDENTIAL

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